

Jefferson Juvenile Drug Court

Process Evaluation



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Jefferson Juvenile Drug Court Program Process Evaluation

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Executive Summary

The purpose of this report is to provide the result of a process evaluation of the Jefferson Juvenile Drug Court program. This process evaluation included an in-depth interview lasting a total of seven hours with the program director and the representative of the Department of Juvenile Justice, a one-hour interview with the Drug Court Judge, a brief interview with the Department of Juvenile Justice representative and a brief interview with a graduate of the program. A survey concerning the treatment component of the program was also sent to the program director and the Department of Juvenile Justice officer. In all, 4 different individuals representing 4 different agency perspectives provided information about the Jefferson Juvenile Drug Court program for this report. The data for this report is for the period from July 1, 1999 to June 1, 2000.

Overview of the Program. In response to rising crime and an increase in gang violence, the Jefferson Juvenile Drug Court program began in 1997 as an alternative traditional incarceration of drug offenders. The Jefferson Juvenile Drug Court program was the first Juvenile Drug Court in the state of Kentucky and one of the first Juvenile Drug Courts in the nation. The primary goal of the Jefferson Juvenile Drug Court program is to promote rehabilitation through community-based therapeutic intervention, accountability and community linkages, and to cultivate healthier patterns, choices, and opportunities for families.

The Jefferson Juvenile Drug Court program is grounded in the Key Components described in the 1997 publication *Defining Drug Courts: The Key Components*. More specifically, the Drug Court program is a court-managed drug intervention and treatment program designed to provide a cost-effective alternative to traditional criminal case processing.

In the Jefferson Juvenile Drug Court program, defendants are accepted into the program either through diversion or probation tracks. Clients can complete the program in twelve months, but may remain in it for as long as is necessary. Drug Court clients go through three phases in order to graduate from the Drug Court program. The first phase lasts a minimum of two months. Phase II lasts a minimum of four months, and Phase III lasts a minimum of six months. If an individual is on the diversion track and successfully completes the Drug Court program, the Drug Court Judge will set the client's guilty plea aside and their charge will be expunged from their record. When individuals in the probation track successfully complete the program, the Drug Court Judge may conditionally discharge the remainder of their probationary time.

Graduation. Clients are eligible to graduate from the Drug Court program after they have passed through all three phases, have 6 consecutive months of clean urine screens, have completed all treatment tasks and assignments, regular school attendance, no behavioral problems at home, no curfew violations, no new legal charges, and have continued to pay any financial obligations. Graduations occur quarterly. To date, there have been two graduations and three clients have graduated from the program.

Drug Court Judge. Judge Matthew Eckert has worked with the Jefferson Juvenile Drug Court program for one year. Before he started working with the program, Judge Henry Weber and Judge James Green had both overseen the program. Judge Eckert has been on the bench 11 years and has worked with juveniles his entire professional career.

Drug Court Team. The Drug Court team consists of the Drug Court Judge, the Drug Court counselor, the representative from the Department of Juvenile Justice, and a court clerk. Since October 1999, the program has been without a Drug Court counselor. However, the program is in the process of hiring a full-time counselor. During the past year, the Department of Juvenile Justice officer has led educational sessions.

Drug Court Clients. Currently, there are six active Juvenile Drug Court clients. Clients are 80% African-American and 20% white. All clients are male. No female client has ever entered the program. To date, three clients have graduated from the program.

Family Involvement. Family involvement is a key element of the Jefferson Juvenile Drug Court program. At least one family member is required to attend family sessions and some court sessions. The role of the family is to strengthen and encourage the Drug Court client.

Treatment. A major focus of the Drug Court program is the treatment of individuals with substance abuse problems. Clients undergo an intensive one to two years of treatment groups and support group meetings. The emphasis on treatment is highlighted by the number of treatment groups which clients and their families are required to attend. The majority of counseling is done on-site by program staff, with the exception of any referrals to treatment agencies for more intensive treatment. This on-site treatment provides a more cost effective way to specifically treat the needs of the individual clients.

Strengths. Respondents were asked to list the strengths of the Jefferson Juvenile Drug Court program. Some of the strengths mentioned included: (1) Provides structure, (2) Holds the clients accountable, (3) Teaches responsibility, (4) Community collaboration, and (5) Strengthens families.

Respondents listed the most compelling reasons for having a Juvenile Drug Court program in Jefferson County as: (1) To provide supervision, structure, and education to the clients; and (2) To reduce recidivism. Further, respondents listed the most critical aspects of the Jefferson Juvenile Drug Court program as: (1) Consistency, (2) Structure, (3) Support, and (4) A treatment team dedicated to the concept of a Drug Court and willing to work hard for the clients.

Planned Program Changes. The first major change that is planned for the Jefferson Juvenile Drug Court program is the hiring of a full-time treatment counselor to work with the clients and their families. The program also wants to increase the numbers of clients involved in the program. Additional community linkages and an increased

number of community representatives who have input into staffing meetings are also planned. A shift in treatment from group sessions to primarily individual and family sessions is also planned.

Advice to New Drug Court programs. Advice to new Drug Court programs from respondents included: (1) Do not base a juvenile program on an adult model, but rather be oriented to the needs of juveniles; (2) “Think outside the box” when creating programs and obtaining services for the clients; (3) Be aware of adolescent development and ensure that treatment is developmentally appropriate; (4) Create activities for the clients; (5) Strengthen and enhance the Drug Court’s role with community agencies; (6) Understand that the program requires dedication; and (7) Attend training sessions.

Summary. In summary, the Jefferson Juvenile Drug Court program was established three years ago. This program is based on the *Key Components* and has three program phases. As of June 2000, there were six active clients and three graduates.

The most compelling aspects of the Drug Court program are (1) The need in the community this program fulfills for juveniles with substance abuse problems; (2) The commitment of the program director and the Drug Court Judge to the program; and (3) The immediate sanctions that clients are given when the program rules are violated. This third aspect is highlighted by the immediate sanctions that are used when program rules are violated. The sanctions serve both as motivator as well as promoting consequences for behavior. Also, the Judge separates the punishment process from the support that the Drug Court counselor gives the clients. The Judge truly believes in the program and believes that the program is an opportunity to make a difference in the community.

In conclusion, the Jefferson Juvenile Drug Court program was one of the first Juvenile Drug Courts in the nation, has an enthusiastic and dedicated Judge, the new program director is nationally renowned and deeply committed to the Juvenile Drug Court, and the program has been greatly supported by the Department of Juvenile Justice. The Drug Court team works well together and has the support of a great number of community organizations. With the hiring of a new full-time counselor and the implementation of the other changes planned, this program should continue to grow and make a real difference in the lives of its clients.

Program Description and Background

The Jefferson Juvenile Drug Court program was founded in September 1997 in response to an increase in gang violence and juvenile homicides in Jefferson County. Part of the impetus for the Juvenile Drug Court was an initiative by the mayor of Louisville that focused on targeting programs that could benefit the youth of Jefferson County.

The Jefferson Juvenile Drug Court program is located in Jefferson County, Kentucky. It is the most densely populated county in the state.¹ The estimated population of Jefferson County in 1999 was 672,900.² In 1990, the population of Jefferson County between the ages of 14 and 17, the ages served by the Jefferson Juvenile Drug Court, was 34,929.³

According to the Kentucky Needs Assessment Project 1998 Survey of Adolescents, 34.4% of adolescents in the Seven Counties region, of which Jefferson County is a part, had used alcohol in the past year; 13.8% had used any illicit drug, 13.8% had used marijuana, and 24% had used cigarettes in the past year.⁴ According to the Kentucky Needs Assessment Estimation Study, the total number of juvenile arrests in Jefferson County in 1995 for drug and alcohol crimes was 954. Arrests for other non-violent charges totaled 3934.⁵

The Jefferson Juvenile Drug Court program was the first Drug Court program founded in the State of Kentucky specifically to deal with juveniles. At the time of its implementation, the Jefferson Juvenile Drug Court was one of only eight or nine Juvenile Drug Court programs in the nation.

Juvenile Drug Courts differ from adult Drug Courts in that they must focus on the special needs of adolescents. According to the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Juvenile Drug Courts must (1) Counteract the negative influences of peers, gangs, and family members, (2) Address the needs of the family, especially families with substance abuse problems, (3) Comply with confidentiality requirements for juvenile proceedings while obtaining information necessary to address the juvenile's problems and progress, and (4) Motivate juvenile offenders to change, especially given their sense of invulnerability and lack of maturity.⁶

Judge Matthew Eckert, Drug Court Judge for the Jefferson Juvenile Drug Court program stated that the biggest difference between adult and juvenile Drug Court is

¹ <http://www.uky.edu/KentuckyAtlas/21111.html>. June 13, 2000

² http://www.census.gov/population/estimates/county/co-99-1/99C1_21.txt. June 13, 2000

³ <http://venus.census.gov/cdrom/lookup/960912602>. June 13, 2000

⁴ CDAR 2000.

⁵ Wolf, James, Onecia Gibson, Deena Watson, & Carl Leukefeld. Kentucky Needs Assessment Estimation Study: Estimates and Models of Adult Treatment Need and Current Substance Use. University of Kentucky, Center on Drug and Alcohol Research. April 1999. 112.

⁶ "The Juvenile Drug Court Movement." Office of Juvenile Justice and Delinquency Prevention. March 1997.

amount of leverage available. If adults are charged with a drug crime, they will most likely be sentenced to a number of years, whereas juveniles are sentenced to a very short period of time in detention.

Clients are accepted into the Juvenile Drug Court program through either a probation or a diversion track. The program lasts approximately one year: Phase I lasts approximately two months, Phase II takes approximately four months, and Phase III lasts approximately 6 months. However, clients may spend as long as is needed in the program. Clients who turn 18 may elect to continue in, or opt out of the program. If a client opts out of the program, their case is sent back to court.

The Jefferson Juvenile Drug Court program is grounded in the Key Components described in the 1997 publication *Defining Drug Courts: The Key Components*.⁷ The overall mission of Drug Courts is to stop the abuse of alcohol and other drugs and related criminal activity. In exchange for successful completion of the treatment program, the court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. Drug Courts transform the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers. The Judge is the central figure in a team effort that focuses on sobriety and accountability as primary goals. To ensure the primary goals are met, the Drug Court Standards Committee developed some key components for all Drug Court programs. The key components as described in the 1997 *Defining Drug Courts: The Key Components*, are listed in the following table.

Table 1. Key Components

1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.
2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.
3. Eligible participants are identified early and promptly placed in the Drug Court program.
4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.
5. Abstinence is monitored by frequent alcohol and other drug testing.
6. A coordinated strategy governs Drug Court responses to participants' compliance.
7. Ongoing judicial interaction with each Drug Court participant is essential.
8. Monitoring and evaluation measure the achievement of program goals and gage effectiveness.
9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.
10. Forging partnerships among Drug Courts, public agencies, and community-based organizations generates local support and enhances Drug Court effectiveness.

⁷ *Defining Drug Courts: The Key Components* (January, 1997). U.S. Department of Justice, Office of Justice Programs, Drug Courts Programs Office.

The Jefferson Juvenile Drug Court program has held group and court status sessions at St. Stephen's Baptist Church. Currently court status sessions are held at the Hall of Justice and group sessions are held at the Department of Juvenile Justice. Beginning next Fiscal Year, group sessions and court status sessions will be held at the Franklin School, an alternative school in Louisville.

Judge Matthew Eckert has worked with the Jefferson Juvenile Drug Court program for one year. Prior to him, Judge James Green and Judge Henry Weber presided over the Juvenile Drug Court program. Judge Eckert has worked with juveniles in some form or another for most of his adult life. He also substituted for Judge Weber periodically. Judge Eckert plans to continue working with the Juvenile Drug Court program indefinitely.

One counselor, Darryl Turpin, worked with the program since its inception until leaving the program in October 1999. Mr. Turpin was rehired as the director of both the Adult and Juvenile Jefferson Drug Court programs in June 2000. The program has been without a counselor since October 1999.

Planning

When the Jefferson Juvenile Drug Court program was conceived, there were very few other Drug Courts for juveniles in the nation. Judge Henry Weber; Jefferson Adult Drug Court Program Manager, Linda Weis; and two Jefferson Adult Drug Court counselors, David Patterson and Ken Wright, were involved in the initial planning of the Jefferson Juvenile Drug Court. The Juvenile Drug Court program was designed after the Jefferson Adult Drug Court program. Darryl Turpin, a counselor and court liaison with the Jefferson Adult Drug Court program, had had several years of adolescent counseling experience and was selected to become the primary counselor for the Jefferson Juvenile program.

Program Goals

In addition to the Key Components, the primary goal of the Jefferson Juvenile Drug Court program is to promote rehabilitation through community-based therapeutic intervention, accountability and community linkages, and to cultivate healthier patterns, choices, and opportunities for families. The critical components of the Jefferson Juvenile Drug Court are (1) Accountability, (2) Supervision, and (3) Therapeutic interventions. The following table details some of the program goals and measures or benchmarks for goal achievement.

Table 2. Program Goals and Measures

Program Goals	Measures for Goal Achievement
1. Promote abstinence	Clean urines; numbers of meetings attended (support groups, education groups, group sessions, individual sessions)
2. Decrease recidivism	# re-arrests while in the program and after graduation; Reduced truancy
3. Community safety	Lower community drug arrests; lower property crime
4. Increase life skills	Increase personal responsibility; Court approved housing; court approved employment; Increased educational/academic achievement level of clients; Enhanced family functioning; Develop coping skills
5. Community Awareness	# media contacts; national recognition; additional funding; requests to speak; more referrals
6. Expand and maintain resource base	Expanding and maintaining the number of agencies the Drug Court program can refer clients to or who work with the Drug Court program

The following table details the goals for clients in the Jefferson Juvenile Drug Court program.

Table 3. Client Goals

1. To learn to be drug free.
2. To learn better ways of coping with life.
3. To adjust to a drug-free lifestyle.
4. To develop a non-criminal pattern of living.
5. To enhance employment skills through vocational training and educational pursuits.
6. To attend support groups.
7. To increase social skills.
8. To enhance self-esteem and self-motivation.
9. To learn the warning signs of relapse and develop a relapse prevention plan.
10. To accept responsibility for financial obligations.

Recruitment and Screening

All clients are ordered into the program. Clients are recruited to the program through brochures and fliers sent to clients who meet the legal criteria for entrance and through Judges or attorneys informing potential clients about the program. The Drug Court team makes presentations about the Drug Court program to public defenders, the County attorney's office, the Department of Juvenile Justice, and to individual Judges who rotate as the Juvenile Court Judge.

The structure of the Drug Court program is post-adjudication, post-disposition, referral, acceptance, and participation. In the future, the program may accept clients when they exit of a juvenile camp but their commitment to the State is not yet ended.

Clients find out about the Drug Court in one of three ways: (1) Through the prosecutors; (2) Through their social worker; or (3) Through their defense attorney. The Drug Court program works to educate social workers and prosecutors so that they will be informed and willing to make referrals to the Juvenile Drug Court program.

There are several inclusionary and exclusionary criteria that must be met before a client is eligible to enter the Juvenile Drug Court program. Legal eligibility, determined by probation, the prosecution, or the Department of Juvenile Justice, requires that a client not have any prior violent charges or be convicted of a sex offense. The clients must be between the ages of 14 and 16 ½. Clients older than 16 ½ are in the program for only a short period of time before they turn 18 and the juvenile courts no longer have jurisdiction over them. Clients younger than 14 present an entirely different set of developmental issues. The program would need to expand beyond its current limits in order to handle clients younger than 14. Clients may be dually diagnosed and still be eligible for the program.

Clients and their families are assessed before they officially enter the program. The program uses a Juvenile Drug Court Assessment instrument to assess potential clients, and a psycho-social instrument generated by the Drug Court program to assess their family members. At least one parent, guardian, or identified family member is required to participate in the Juvenile Drug Court with the juvenile. Family members must accompany the youth to their assessment interview.

Clients may be accepted as a diversion client or as a probation client. Their charges are then set aside until their completion of or termination from the program, at which time successful diversion clients will have their charges revoked, and successful probation clients will be taken off probation. Clients who are terminated are sent back through the juvenile justice system.

The reason that the Judge feels that clients enter the Drug Court program is that they have faith in their defense attorney or their parents who say that the program is in their best interests.

Capacity

The Jefferson Juvenile Drug Court program has a capacity of thirty clients with two full-time counselors on-staff. To date, the greatest number of clients the program has had at one time was eighteen active clients and two absconders. Clients enter the program separately as soon as they are eligible for entrance. Due to the lack of staffing, the program currently has five African-American male clients and one white male client.

Timing

Once a client is determined to be eligible for the Drug Court program, they can enter the program within a week. Court status sessions are held on Thursdays and the longest that a client would have to wait to enter the program would be one week.

Assessments of clients and family are done within a week of determination of legal eligibility. Once the assessments have been completed and the potential client is deemed eligible for the Drug Court program, the client may enter the program at the next court date. The longest a client would ever have to wait to be sanctioned would also be one week.

Program Overview

Program Philosophy. In the Jefferson Juvenile Drug Court, the beliefs that substance abuse reflects a more general problem in coping, recovery involves global changes in identity, behavior, and lifestyle, and right living, including self-reliance and positive social and work-related attitudes, is crucial to the recovery from substance abuse are all extremely important.

Extremely important aspects of the treatment approach and structure include: (1) There is an emphasis on structure, including a full program of mandatory daily activities and meetings, rules for behavior, and clear consequences for breaking these rules; (2) Staff members function as members of the community who reinforce community values, confront breaches in accepted behavior, and serve as role models for others; and (3) Clients, particularly senior clients, function as members of a community, sharing responsibility for maintenance and health of the community values, and serving as role models for others.

Other extremely important aspects of the Jefferson Juvenile Drug Court program are: (1) Members developing deep personal relationships and helping each other is critical to the recovery process; (2) There are daily activities, such as meetings, etc., that emphasize participation in the community; (3) Status and privileges are related to progress in the program; (4) There are sanctions for violating community norms; (5) The program includes some form of surveillance, such as regular drug screening and/or periodic inspections of the premises; (6) There is an educational component that focuses on personal development, such as control of emotions, conflict resolution, personal decision making, communication, and listening skills; (7) The members are reinforced for acting in a positive manner while negative behavior is met with confrontation; (8) There are numerous group activities that reinforce community values and counter negative behavior; (9) The counselor serving as a role model for the attitudes and behavior sanctioned by the community is central to the therapeutic task; (10) Where appropriate, the family is included in the therapeutic plan; (11) Treatment is designed to consist of three main stages—orientation, primary treatment, and reentry—each with its own specific goals and expectations; (12) A major goal of the primary treatment stage is the development of a set of values consistent with those of the community; and (13) The main goal of reentry is the preparation for and transition to personal independence outside the program.

Very important concepts of the Jefferson Juvenile Drug Court program include: (1) The treatment approach centers on member's participation in the community; (2) The program teaches good health practices, including regular physical examinations, health

education, and AIDS prevention training; (3) There are educational activities, such as seminars in special topics, academic training, and/or vocational training; and (4) Work is used as part of the therapeutic program.

Program components that are slightly important include: (1) Substance abuse has its roots in other more general developmental or psychological problems; and (2) Peers, particularly the senior clients, offer support and positive persuasion and, when necessary, confrontation.

Judge Philosophy. The Drug Court Judge believes that the Drug Court program creates an opportunity for the clients that they would not otherwise have. The Judge feels that the Drug Court program instills in clients a sense of self-worth. He also believes that the most important aspect of the Drug Court program is the relationship between the clients and the Judge. The clients see the Judge as an authority figure who is proud of them when they succeed.

The Judge believes that one of the most critical aspects of the Juvenile Drug Court program is having a treatment team that is dedicated to the theory of Drug Court and that is willing to give the program a great deal of time and effort. One of the most helpful aspects of the program is the success that clients experience. This is important for the parents, as well, because they develop a sense of pride in their child.

According to the Judge, difficult components of the program include the amount of required meetings and group sessions that clients are required to do each week. The program tries to occupy a great deal of the client's time and this can be difficult for the clients.

The reasons that the Judge believes that clients remain in the Drug Court program include the relationship that they develop with the Judge and their sense of accomplishment. Clients feel proud of their accomplishments and know the one person in authority who helped them to set goals has seen them achieve those goals and is proud of them. The Judge felt that if the clients appeared before the Judge less often or if they appeared before different Judges, that the program would not be as effective because the relationship between the clients and the Judge would not be the same.

The Judge believes that the Juvenile Drug Court program has impacted the community. Since he became the Drug Court Judge, none of the clients in the program have been re-arrested as juveniles and none of the clients who graduated or opted out at age 18 have re-entered the criminal justice system as adults. The program has also had an impact on the families of clients because of the required parental involvement. The program has the greatest impact with the clients and their friends, who often hear about the program from the clients.

One of the program aspects of which the Judge is most conscious is the fact that he and many of the clients come from different cultural and economic backgrounds. He

tries to make sure that they are all speaking the same language and that he understands their experience.

The Judge believes that the program takes just the right amount of time to complete and that drug testing is done the right amount of times in each of the phases.

Assessment. Clients and their families are assessed before they are determined to be eligible to enter the Jefferson Juvenile Drug Court program. A legal screening is first completed by probation, the prosecution, and/or the Department of Juvenile Justice, and then the Drug Court staff complete the Juvenile Drug Court Assessment (see Appendix B for a copy of the assessment) with the juvenile, and a psycho-social assessment with at least one member of the juvenile's family.

The assessments are used to determine the client's strengths, to identify their problems and to assess their living situation. Drug use, abuse, and dependence are assessed using the Juvenile Drug Court Assessment Index and are labeled according to the DSM-IV criteria for dependence. The DSM-IV criteria defines substance abuse as "A maladaptive pattern of substance use leading to clinically significant impairment or distress, as manifested by one (or more) of the following, occurring within a 12-month period: (1) recurrent substance use resulting in a failure to fulfill major role obligations at work, school, or home; (2) recurrent substance use in situations in which it is physically hazardous; (3) recurrent substance-related legal problems; and/or (4) Continued substance use despite having persistent or recurrent social or interpersonal problems caused or exacerbated by the effects of the substance."⁸ Other issues assessed and addressed at intake include sober living skills, sober leisure skills, education level, and vocational needs.

Some client needs can be self-reported, such as STD's, Attention Deficit Disorder, or physical health problems. School records identify any educational needs such as ADD, academic underachievement, reading at or below the client's grade level, or other learning disorders. Other client needs are assessed at entrance using the Juvenile Drug Court Assessment or throughout the program by the counselor. Such needs include peer relationships, emotions, a history of abuse or trauma, depression or another mental health condition, teen parenting skills, and independent living skills. Needs are addressed in educational groups, through the group process, in the Manhood group, in a conflict resolution group, and in an anger management group. A reading tutorial component was used and the program plans to use this component again in the future to deal with client educational needs.

There is no formal orientation session. A part of the assessment process is an explanation of the Drug Court program, its goals, and requirements. The Judge also gives an overview of the program the first time the family comes to a Drug Court session. The initial orientation toward clients is one that emphasizes the development of trust,

⁸ Diagnostic and Statistical Manual of Mental Disorders. Fourth Edition. American Psychiatric Association, Washington, DC. 1994. 182-183.

self-confidence and understanding. Rules and requirements are explained throughout the program and are discussed in one of the educational sessions in Phase I.

Program Documentation. Clients and their families receive a copy of the Program Handbook. (see Appendix C for a copy of the program handbook) The handbook includes a program description, eligibility criteria, program components, parent/guardian expectations, participant rules, participant's rights, confidentiality of alcohol and drug abuse records, treatment plans, individual counseling, group therapy, chemical dependency education, support groups, treatment phases, counseling hours, discharge criteria, graduation, and medical and psychiatric emergencies after program hours. Changes to the program are detailed in the handbook. Clients and their families also sign a confidentiality waiver so the Drug Court staff can communicate with the Judge, the client's school, employers, and other pertinent officials about the client's work in the Drug Court program.

Family Involvement. All immediate family members, including everyone with whom the client is living, are welcome to attend group and court status sessions. At least one parent or guardian is required to participate in the Drug Court program. If a client has no recognized parent or legal guardian, the Drug Court program cannot force the guardian or whomever the client is living with to attend sessions. Family members attend group sessions, and come to court status sessions as needed. The family members of clients may be sanctioned to jail or be fined because their failure to comply with the Judge's order is an obstruction of justice. The client's best interests the foremost concern and if the parents of a client do not comply, the Judge would sanction them. According to the Judge, the family's role is to love their child and give their best effort as well as to report any non-compliance to the Drug Court.

The use of alcohol by the client's family is not prohibited. However, the use of alcohol is addressed and the program staff recommend that parents do not drink in front of their children or have alcohol readily available in their homes. If alcohol or other drugs are an issue for the parents, they will be referred to treatment.

Phases. There are three phases in the Jefferson Juvenile Drug Court program. clients must successfully progress through each of the phases before they can graduate from the Drug Court program. As clients move through the phases, the number of court status sessions they must attend decreases, as does the intensity of supervision. Clients are required to attend their scheduled group sessions and are not permitted to miss sessions because of work or other reasons. In Phase I, the level of supervision is more intensive than in other phases; clients attend at least 8 educational or group counseling sessions per week in addition to any individual counseling sessions. In Phase I the treatment resembles that of an intensive out-patient program. There is more traditional chemical dependency education done in Phase I. In Phase II, the level of supervision decreases slightly as clients attend at least 7 educational or group sessions each week and the program is more oriented towards developing positive life-skills. There is also more of the group process in Phase II. In Phase III, the level of supervision is decreased further to at least five educational or group sessions per week and the treatment program

focuses on relapse prevention, the group process, day-to-day maintenance, and implementation of the coping skills learned in the first two phases. The following table summarizes the phase requirements and average time of completion for each phase.

Table 4. Drug Court program phase requirement and minimum time for completion

Phase I	Phase II	Phase III
Minimum Time: 2 months	Minimum Time: 4 months	Minimum Time: 6 months
Minimum Requirements		
<ul style="list-style-type: none"> ◆ 4 consecutive clean urine screens ◆ Completion of all treatment tasks and assignments ◆ Regular school attendance ◆ No behavioral problems at home ◆ No curfew violations ◆ No new legal charges ◆ Begin paying any financial obligations 	<ul style="list-style-type: none"> ◆ 3 consecutive months of clean urine screens ◆ Have obtained a mentor ◆ Completion of all treatment tasks and assignments ◆ Regular school attendance ◆ No behavioral problems at home ◆ No curfew violations ◆ No new legal charges ◆ Continue to pay any financial obligations 	<ul style="list-style-type: none"> ◆ 6 consecutive months of clean urine screens ◆ Completion of all treatment tasks and assignments ◆ Regular school attendance ◆ No behavioral problems at home ◆ No curfew violations ◆ No new legal charges ◆ Continue to pay any financial obligations

Individual Program Plans. Each client receives an individualized program plan. The plans are developed with the client and their family members and are based on the initial assessment, the client's legal history, the client's goals, and any changing needs that the client might have. Clients receive the same basic treatment and are required to do the same basic things, but their treatment plans are individualized to meet their needs. For example, some clients may need more individual sessions, others may need more family sessions if family concerns are the primary problem, and for those clients sent to psychiatric assessment, a part of their treatment plan is to make sure that the clients follow through with their psychotherapy appointments and take any necessary medication. Clients also get a great deal of individual attention in order to counteract negative peer group bonding. Currently, clients receive counseling in groups as well as individual sessions, but the director plans to move towards more individual counseling and fewer group counseling sessions.

The typical schedule for a client in each of the phases is to attend all required group or individual sessions, to attend school, or in the summer, be employed or doing volunteer work.

To date, no juvenile girls have entered the program. However, if a female were to enter the program, her treatment plan would be completely individualized to deal with the issues that female teenagers face.

Court status sessions. Juvenile Drug Court status sessions are currently held at the Hall of Justice. In the past, sessions have been held at St. Stephen's Baptist Church; however after the church's air conditioner broke during the summer of 1999 the court status sessions were moved to the Hall of Justice. It is planned that court status sessions will be held at the Franklin School in the future. During Phase I, clients attend court status sessions once per week; in Phase II, clients go to two court status sessions per month; and in Phase III, clients attend court status sessions once every three weeks. Family members may attend court status sessions and are required to attend court status sessions if there is a problem with the client. In the future, family members will be required to come to all court status sessions. The Drug Court manager, the representative from the Department of Juvenile Justice, the Drug Court counselor, and a court clerk all attend court status sessions and meet weekly in the Judge's chambers one day before the court session to discuss client progress.

Program Rules. Participants have specific rules and expectations that they are required to follow while participating in the Drug Court program. These rules are printed in the client handbook and are listed as follows:

1. Appropriate Clothing. Participants will need to wear a shirt or blouse, pants (or shorts of reasonable length), and shoes. Sunglasses will not be worn inside the facility unless medically approved by staff. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use are not allowed. No gang colors or clothing is to be worn in the facility.
2. During the program's intake procedures, you shall be given written documentation of your legal and human rights.
3. There shall be informed consent for treatment.
4. The document outlining your rights shall be signed by you indicating that you have reviewed and understood your rights.
5. When the exercising of your rights is contraindicated by your condition, there shall be documentation in your medical record of reasons for the restrictions imposed and of an explanation to you.
6. You have a right to review or request a copy of your record with the following exceptions:
 - a. If withholding the record is necessary in order to protect the confidentiality of other sources of information;
 - b. If the information is determined to be detrimental to your physical or mental health and would cause you to harm yourself or another; and
 - c. If granting the request will cause substantial harm to the relationship between you and the program or to the program's capacity to provide services in general.

7. The program shall comply with *KRS 620.030* regarding the reporting of cases of abuse or neglect of minors. The initial reporting of cases of neglect and abuse of minors shall also be in compliance with *Public Law 99-401*.
8. The program shall comply with *KRS 209.030* regarding the reporting of cases of abuse and neglect with adults. The reporting of such cases shall be compliant with *42 CFR, Part 2*, "Confidentiality of Alcohol and Drug Abuse Patient Records."

Clients are also expected to attend school regularly, attend regular alcohol and drug counseling and education sessions, attend regular group therapy sessions, have documented support group meetings, submit regular urine screens, and appear at court as required by phase. Families are expected to attend 12-step and/or other self-help meetings, attend required court appearances, and be actively involved in their child's recovery and other daily activities. Clients are expected to provide their own transportation, however bus passes are available through the Department of Juvenile Justice.

Education and Employment. Clients are required to attend school regularly. A school liaison keeps in contact weekly with the Drug Court team concerning client school attendance and progress. If a client drops out of school, they may be sanctioned and the Drug Court team will work to structure the client's time. They may spend the day with the Judge or with the Drug Court staff, and the Drug Court team will give the client assignments to keep him or her busy. There is an alternative school in Louisville, the Franklin School, to which clients may be admitted if they drop out or are kicked out of regular school.

Clients are allowed to have a job at any time they are in the Drug Court program. However, they are required to either maintain employment or do community service during the summer. Employment is verified through calls to the employer and on-site visits conducted by the Department of Juvenile Justice officer. If a client needs help finding a job, the Drug Court team will work with the client to find proper employment. The program has used Project One, a job coordinator at the Department of Juvenile Justice (DJJ), and various job training programs to help clients find employment. In the summer of 1999, the Louisville Zoo offered to employ up to ten Juvenile Drug Court employees. Employers have been hesitant to employ Drug Court clients because they have behavior problems, are substance abusers, and are known criminals. The Drug Court team works with the clients so that they may understand the barriers to getting a job and how to overcome stereotypes. For example, if a client insists on dressing and carrying himself like a thug, he will be perceived as a thug. The Drug Court team also communicates with a variety of community agencies, including employers, about the Drug Court program and its clients in order to better enable employment.

Living Conditions. The client's living situation is explored in the psycho-social assessment. There is also collaboration between the police and the DJJ to do periodic

curfew checks and home visits. Unacceptable living conditions are defined as those not conducive to a drug-free lifestyle, one in which the client is in immediate danger, or one in which the client is neglected. If the client is living in an abusive household, the Drug Court team will try to find appropriate housing for the client, preferably with a relative. If the family housing is unsafe, the family is on its own to find better housing conditions. However, the Drug Court program can refer clients to the Jefferson Alcohol and Drug Abuse Center (JADAC), which has a housing program available to families with substance abuse problems.

Client health is not assessed as a part of the Jefferson Juvenile Drug Court program. Major issues are identified in the initial assessment. Clients are encouraged to be tested for tuberculosis, HIV antibodies, and hepatitis. Clients are required to be enrolled in school and they are required by through the school system to have had a medical exam. There is also no systematic review of client medical insurance coverage and medical benefits at intake. However, if a juvenile has a medical or mental health problem, the Drug Court team will work with that client to determine what sort of insurance they have and then get them treatment either through their primary care physician or community health. The Drug Court team tries to get clients a medical card and informs the families about K-CHIP, if necessary. Sometimes the court will order parents to fill out insurance information for their children. The Jefferson County Health Department leads an educational session every three months concerning sexually transmitted diseases and AIDS.

Other Program Components. Some of the other aspects of the Jefferson Juvenile Drug Court program include the use of **community service**, **adult mentors**, and **experiential group activities**.

Community service can be used either as a sanction or in place of a summer job. Clients often work for non-profit organizations, specifically St. Stephen's Baptist Church which donated space for the Drug Court group and court status sessions. Clients have also worked in soup kitchens.

Clients are required to obtain a **mentor** before they enter Phase III of the program. Sponsors can be obtained through Alcoholics Anonymous or Narcotics Anonymous, or may be a friend of the family. Sometimes it can be difficult for a client to find an appropriate mentor. The program director would like to work on creating a pool of male mentors available for the Drug Court clients.

Clients are required to participate in **experiential group activities**. The group activities vary, and may include camping, ropes courses, trips to Kings Island, and other recreational and experiential group activities. Clients are required to attend all group activities. Currently, one experiential or recreational activity is budgeted for every six weeks and two major experiential activities, such as trips to Kings Island or camping trips, are budgeted for each year.

Community Agencies

Community support and community linkages have been integral in the success of the Jefferson Juvenile Drug Court program. Community agencies have been very receptive working with the Drug Court program. The program's director would like to increase the amount of community involvement.

Judicial System. The Drug Court Judge indicated that there was not a problem with the way cases involving substance abuse were handled prior to the inception of the Drug Court program, but that the Drug Court program enables the courts to monitor the client more closely. The Drug Court team is able to deal with problems right away either in a punitive, or often, rehabilitative manner.

In Jefferson County, District Court Judges circulate among a variety of positions, including Juvenile Court Judge. If a Judge has not been a Juvenile Court Judge, he or she most likely is not familiar with the Juvenile Drug Court program because he or she cannot make referrals to the program. The Judge has not met any resistance to the program among the Judges who have been Juvenile Court Judges. The community, as well, has been receptive to the Juvenile Drug Court program.

Department of Juvenile Justice. The linkage between the Jefferson Juvenile Drug Court program and the Department of Juvenile Justice is perhaps the most important of all community linkages. The Department of Juvenile Justice provides support for the program and monitors clients who are in the program. The Department of Juvenile Justice (DJJ) officer who works with the Drug Court program has led group sessions in the absence of a Drug Court counselor.

The Jefferson Juvenile Drug Court has not had any impact on DJJ's officer/staff orientation and/or training programs. The program has enhanced the DJJ's relationships with community groups. Through its works with the Drug Court, the DJJ is perceived as working more for the juveniles than as simply a punitive monitoring agency.

The officer has noted that there is some opposition within the DJJ to the collaboration with the Drug Court program because there is limited funding and the Drug Court program is not a mandated program. However, the administration of the DJJ has been supportive of the Drug Court program.

Costs incurred by the DJJ have been minimal. Only one officer works with the Drug Court program and she also has other DJJ cases. The DJJ has supported some of the experiential activities such as camping trips. In the long run, the agency has experienced savings as a result of the Drug Court program. Clients who have completed the program have not gone back into the system.

Other Organizations. The types of organizations that have worked with the Juvenile Drug Court program have included treatment facilities, such as Seven Counties Services counseling programs, and medical service providers. Other important

community agencies have included faith communities such as St. Stephen's Baptist Church and Canaan, local employers, the Jefferson County Public School System, the University of Louisville, and other community agencies.

St. Stephen Baptist Church provided a place to hold group sessions; St. Stephen Baptist Church and Canaan also have various programs open to the Drug Court clients, such as rites of passage programs. The Louisville Zoo provided employment support last summer for Drug Court clients. The Zoo offered ten spots to juvenile Drug Court clients. Clients who did not find their own summer work were encouraged to work for the Zoo. The University of Louisville has provided the program with free tickets to basketball and football games so that the clients may have more experiential and recreational activities available to them. Project One is a youth employment program that is available to the Jefferson Juvenile Drug Court clients. The YMCA's Project Now has used wilderness ropes courses to challenge the juveniles. The Kentucky State Parks have donated free camping sites and allowed the juveniles to go canoeing, horseback riding, and miniature golfing. Boys and Girls Club and the Jefferson County Public Schools also provide support to the program.

The following table rates the collaboration between the Drug Court program and the agencies listed.

Table 5. Community Collaboration Rating

Agency	Rating*
School	Varies from school to school
Community	8
Court system	4
Treatment community	7
Department of Juvenile Justice (DJJ)	10
Law enforcement	7

*Scale of 1 to 10 where 1=Very Poor and 10=Excellent

Treatment

Treatment Philosophy. The main philosophy of treatment is to promote total abstinence. The program director believes that if the program can get a client engaged into the knowledge of themselves, then the program can better equip them with coping skills and that they can then learn to make better choices.

The three phases of treatment parallel the three Drug Court phases. The Jefferson Juvenile Drug Court program places a major emphasis placed on supportive group therapy, task-oriented and problem-solving group sessions, family therapy, milieu therapy, 12-step, supportive individual counseling, individual behavioral therapy, cognitive behavioral therapy, reality therapy, and case management. The program does not place any emphasis on confrontational group therapy, traditional methods of individual psychotherapy, and biofeedback. As a step toward fostering positive

behavioral change, the Drug Court program encourages clients to change their previous lifestyles and environment that supported drug-taking and related behaviors and attitudes.

There is a great emphasis placed on developing personal life skills, on improving basic education level, on job preparation, on social functioning, on spiritual growth and spiritual well-being, on improving the client's self-image, self esteem, and self confidence, and on improving the client's self-insight, self-understanding, and self-awareness. There is also some emphasis placed on a client's physical health and physical well-being.

Treatment Goals. There is a very great emphasis placed on abstinence from marijuana, alcohol, and any other illicit drugs. The program does not emphasize the importance of on smoking cessation as a long-term goal.

The following table ranks the goals in order of priority where one is the most important goal and twelve is the least important goal.

Table 6. Treatment Goals Ranking

Goal	Ranking
Abstinence from any illicit drug in addition to heroin and cocaine	1
Abstinence from marijuana	2
Abstinence from alcohol	3
Criminal behavior/errors in thinking	4
Practical life skills	5
Social functioning	6
Self-insight, self-understanding, & self-awareness	7
Self-image, self-esteem, and self-confidence	8
Basic education	9
Job preparation	10
Physical health and physical well-being	11
Spiritual growth and spiritual well-being	12

On-Site Treatment. The Jefferson Juvenile Drug Court program provides the majority of its treatment on-site, with the exception of AA and NA meetings, which are conducted at various churches and community centers in Jefferson County. Clients may also be referred to a number of treatment facilities in the region for more intensive drug and alcohol treatment or treatment for other issues.

As indicated in the following table, there are a number of different treatment and program modalities that are integrated and used in the Drug Court program. The table indicates which modalities are available on-site or by referral. In addition, many of the treatment and program modalities are used as needed on an individualized basis. There is rarely a waiting period for Drug Court clients because most treatment is provided by Drug Court staff.

Table 7. Treatment Components

Service Offered	On-Site or By Referral
Detox	By Referral
Medical treatment	By Referral
Individualized treatment plans	On-Site
Relapse prevention model	On-Site
Substance abuse education	On-Site
AA/NA type 12-step model	By Referral
Other standard behavior modification approaches	On-Site
Cognitive behavioral	On-Site
Case management	On-Site
Casework	On-Site
Advocacy for obtaining services/benefits for the client	On-Site
Individual Counseling	On-Site
Scheduled group therapy or group counseling	On-Site
Family therapy	On-Site
Social skills development training	On-Site
Problem solving skills training	On-Site
Life skills training	On-Site
Parenting classes	On-Site
Training in anger management or aggression management	On-Site
Stress management	On-Site
Relaxation methods	By Referral
Thinking errors approach	On-Site
Moral or ethical training	By Referral
Health care	By Referral
Referrals to health care organizations	On-Site
HIV testing	By Referral
TB testing	By Referral
Service for special populations	By Referral
Service for cultural/ethnic groups	On-Site

The majority of the services offered by the Jefferson Juvenile Drug Court program are offered by the program's team. There are some services offered by referrals to other organizations, including detox, medical treatment, AA/NA type 12-step model, relaxation methods, moral or ethical training, health care, HIV testing, TB testing, and service for special populations. Services offered on-site by Drug Court program staff include individualized treatment plans, relapse prevention model, substance abuse education, other standard behavior modification approaches, cognitive behavioral, case management, casework, advocacy for obtaining services/benefits for clients, individual counseling, scheduled group therapy or group counseling, family therapy, social skills development training, problem solving skills training, life skills training, parenting classes, training in anger management or aggression management, stress management, thinking errors approach, referrals to health care organizations, and service for cultural/ethnic groups.

Counseling. Counseling sessions are an integral part of treatment in the Jefferson Juvenile Drug Court program. All clients attend at least one group session, depending upon what phase they are in, each week.

The Drug Court program provides emergency counseling for Juvenile Drug Court clients as well as informal or unscheduled counseling. After-hours counseling or client emergency time is compensated with overtime staff pay. Clients may contact staff after-hours by calling a beeper number. Informal or unscheduled counseling is also provided for clients and their families. Drug Court office hours are from 10 a.m. to 6 p.m.

There is a general protocol for both treatment groups and individual sessions, but individual therapists may deliver the treatment somewhat differently. Three learning styles are used in the treatment component of the Drug Court program. Clients hear information in the educational sessions, write about the information in any required writing, and verbally process the information in group process sessions. The program provides special services for racial/ethnic/cultural populations. There is an increasing emphasis placed on relapse prevention as clients move throughout the phases.

The program only works with clients between the ages of 14 and 16 ½, therefore the staff do not have to deal with many differences in developmental stages. The lack of maturity and sense of invulnerability is dealt with by gearing interventions to the developmental stages.

In order to counteract the negative influences of their peers, gangs and family members, the Drug Court encourages clients to develop a positive peer support network among their fellow clients, among AA/NA support groups, athletic groups, and church groups. The program addresses the issue of a teen fathering a child by teaching parenting skills and instilling a sense of responsibility in the client.

Group sessions. In Phase I, clients attend four group sessions per week; in Phase II, clients attend three group sessions per week; and in Phase III, clients attend at least two group sessions per week. Group sessions can be educational or involve the group process. The program used to utilize an art therapist to conduct sessions. Group sessions generally last one hour. It is difficult to counteract the negative peer bonding of juvenile during group sessions and therefore the program is moving toward more individual and family sessions.

Both cultural- and gender-specific groups are used. There is a Manhood group which focuses on the development issues and responsibility of being and becoming a man. There is also an Afro-centric group that focuses on culture, legacy, and history. Recent African culture is presented as well as African and African-American history from the civil rights era of the 1950's and 1960's. The richness of legacy is stressed and the seven spiritual principles of Kwanzaa, Unity, Self-Determination, Collective Work and Responsibility, Cooperative Economics, Purpose, Creativity, and Faith, are emphasized.

Individual sessions. Individual sessions are scheduled as needed by the client or by the counselor. Clients are also free to have unscheduled individual sessions.

Family sessions. Family members are required to work on their parenting skills. One of the family educational sessions addresses parenting skills. Family members are required to attend one family session per week in Phases I and II, and one family session per month in Phase III. In Phase III, clients and their family members meet together in group sessions.

Support Groups. Support group meetings, including AA or NA support groups, are required for each client. Support group meetings are held outside of the Drug Court program and are located at churches and community centers in Louisville. Clients attend three support groups per week in Phases I and II, and two per week in Phase III.

Family Involvement. Most Drug Court clients keep their counseling appointments and participate in other program activities. Family involvement is greatly emphasized and 95 percent of clients have at least one family member actively involved in their treatment. Family interventions that are offered by the Drug Court program include family therapy, family meetings, individual counseling for family members, substance abuse education, referrals for family members, and multifamily therapy.

Standards. The program is required to meet treatment standards for the following services to clients: intake assessments, psychological evaluations, treatment planning, progress notes, medical services, client records, individual, group, and family counseling contact hours, counselor caseloads, and confidentiality.

Referrals and Services. A variety of services are available to clients, either through the program or through a referral. Some of these services are more difficult to obtain than others. Clients are also served at a number of local treatment facilities including Lighthouse and Hillcrest Hall, both of which are long-term residential treatment facilities. If a client has several consecutive dirty urines and other less restrictive interventions have failed, a client will be referred to a residential treatment facility.

The Drug court program provides drug abuse counseling, alcohol abuse counseling, individual and group counseling for mental health reasons, peer/support groups, peer resistance counseling, substance abuse education, relapse prevention, emergency counseling, and stress management. 12-step or other support groups are also required by the Drug Court program and thus are easily available to clients. Also, preparation for GED or high school equivalency exams, GED classes or other education courses, tutoring in reading, writing, math, or other basic skills, vocational rehabilitation, general counseling about education plans and opportunities, basic health education, leisure skills training, social and interpersonal relationship skills, job search workshops and counseling, legal representation in criminal cases, assistance with probation/parole, counseling for problems with parents, and transportation are easily attainable by Drug Court clients.

It is somewhat difficult for clients to receive the following services: physical or dental exams, medical or dental care, glasses or hearing aids, admission to hospital or clinics, medication, diet or nutritional advice, exercise or fitness protocol, prenatal care, postpartum care, pediatric/well-baby care, HIV/AIDS testing, TB testing, any other testing, medical detoxification, psychological/psychiatric testing or assessment, educational needs assessment or testing, basic education in reading and writing, HIV/AIDS prevention education, child development education, resume writing, interviewing skills training, vocational or employment testing assessment, vocational or employment counseling, help from a public agency for vocational assessment, help from a public or private agency for vocational counseling, vocational skills training, financial counseling, assistance with budgeting and money management, help from an outside agency for financial affairs, concrete services, counseling for problems with one's spouse or partner, parenting, child care, or childrearing, sex education or sexuality counseling, family planning, death or bereavement counseling, weekend outings, and wilderness experiences.

It is very difficult for clients to obtain job referrals, help from a public or private agency in finding a job, placement in a job, help from a private agency for vocational assessment, emergency or other special purpose funds, representation in a civil case, assistance with non-court legal matters, lawyer or legal aid, halfway house or reentry homes, follow-up counseling, Head Start or other preschool, homemaking skills, location of stable housing, acupuncture, CES (Cranial Electro Stimulation) or NET (Neuro-Electric Therapy), biofeedback, amino acids, hypnosis, and therapeutic touch.

The program director stated that clients have a great need for psychological and family services and somewhat of a need for medical, educational, vocational, financial, legal, and continuing care or aftercare services. The Drug Court program offers vocational and family services on-site to Drug Court clients. A client's need for services is continually assessed throughout the program, as well as at intake with a formal needs assessment.

The program director rated the working relationships between the Drug Court program and public social service agencies, probation, and the courts as excellent. The relationship with community mental health centers, the Juvenile Drug Court, and other drug abuse treatment programs or clinics and providers was rated as good. The relationship between the Drug Court program and family service agencies, the police, and medical personnel or hospitals was rated as fair.

Referral Process. Clients are referred for treatment, counseling, or other services to a variety of other agencies. The client's primary counselor usually initiates the request for referral services although client's or their family members may request a referral. Referrals for services are prompted by the client's need for services that are not offered on-site or specialized services beyond what is provided by the Drug Court program. The Drug Court team usually reviews the client's need for additional services and determines the needs for referral. The Drug Court program always monitors referrals.

The Drug Court program has a formal relationship with agencies that provide educational services and with client family members. Twenty-five percent of clients are referred for educational services and all clients have at least one family member participate in the program. The Drug Court program has informal relationships with agencies that provide medical, psychological, vocational and legal services. Ten percent of clients are referred for medical services, twenty percent are referred for psychological services, and twenty percent are referred for vocational services. The Drug Court program does not have any type of relationship with agencies that provide financial or continuing care services.

Changes in Treatment. Some of the treatment components have changed since the program was implemented. The program was initially designed for chemically dependent youth. However, the population being reached was not chemically dependent, but rather substance users.

Drug Court Staff

In October 1999, the Drug Court counselor left his position. He was re-hired in May of 2000 as the director of both the Adult and Juvenile Jefferson Drug Court programs. Since October 1999, the Juvenile Drug Court program has been without a counselor. The representative from the Department of Juvenile Justice has led group educational sessions during the past year and the former manager of the adult Drug Court program also worked with the juvenile clients on a limited basis.

Drug Court Team. The Drug Court team who make most of the primary decisions concerning Drug Court clients and interact with the clients on a weekly basis consists of the Drug Court counselor, the Drug Court Judge, a Department of Juvenile Justice officer, and a court clerk.

Drug Court Judge. Judge Matthew Eckert has worked with the Jefferson Juvenile Drug Court program for one year. Prior to him, Judge James Green and Judge Henry Weber presided over the Juvenile Drug Court program. Judge Eckert has worked with juveniles in some form or another for most of his adult life. He also substituted for Judge Weber periodically. Judge Eckert plans to continue working with the Juvenile Drug Court program indefinitely.

DJJ. One Department of Juvenile Justice (DJJ) officer has worked with the Jefferson Juvenile Drug Court program since the program's inception. This officer, Barbara Cameron, also works with other DJJ cases, but is primarily concerned with the Jefferson Juvenile Drug Court program. Ms. Cameron has also led group and family sessions for the majority of the past year while the program has been without a counselor.

Training Sessions. Since the beginning of the program, Mr. Turpin has attended over twenty Drug Court training sessions as a presenter. Future Drug Court and counseling trainings include the Kentucky School, and a training session in Miami in

January. The Department of Juvenile Justice Officer has also completed training sessions concerning juvenile Drug Courts. The Jefferson Juvenile Drug Court program did not have a pilot program.

The Drug Court Judge has been to three different national Drug Court trainings: Miami Beach, Phoenix, Arizona, Williamsburg, Virginia, and two sessions led by Michael Nierny on substance use and abuse in Louisville and Elizabethtown, Kentucky. The Judge plans to attend future trainings as well.

Oversight Committee. There is an oversight committee for both the Adult and Juvenile Jefferson Drug Court programs. The committee consists of twelve members who represent law enforcement, the Commonwealth's Attorney, the County Attorney, the defense bar, the medical community, Judges, probation and parole, corrections, and other community leaders.

Staff Duties. The average client caseload is 10 clients. Over the past 12 months, the highest number of clients that were served was 16 and the lowest number was 6.

The following table indicates the amount of time that staff spend on different duties.

Table 8. Staff duties

Task	Percent of Time
In-person contact with clients	75
Phone contact with clients	2
Travel to see clients for other program-related work	4
Direct contact with other program staff	4
Direct contact with Juvenile Drug Court staff	5
Collaborative work with other community services	2
Administrative duties	5
Other activities	2

Recovering substance abusers are employed as regular program staff to provide the following services to clients: individual peer counseling, leading group sessions, giving lectures or one-time presentations, and providing outreach services. Because there is only one counselor on staff, the program does not match clients to specific counselors.

Client Characteristics

The criminal justice background for the clients who have been in the Jefferson Juvenile Drug Court program includes charges such as trafficking in a controlled substance, a few of which have been amended to charges of possession of a controlled substance, and charges of trafficking in marijuana. The majority of clients are on probation and have had seven to eight charges, however, there are some first time offenders who enter the Drug Court program.

No female clients have entered the Jefferson Juvenile Drug Court, and ninety percent of all clients have been African-American males. Currently there are six clients in the program, five of whom are African-American male and the one of whom is a white male.

The primary drug of choice of Drug Court clients is marijuana. Clients who test positive for cocaine usually say that they were holding the cocaine in their mouths for trafficking. Clients have tested positive for alcohol, marijuana, opiates, and cocaine. The program director stated that drugs and alcohol are very easy for juveniles to obtain. Drugs can be obtained in the home, at school, or on the street.

During the Fiscal Year 1999, a total of fifteen clients were in the Juvenile Drug Court program. Because of the lack of a counselor, only two referrals to the program were made during Fiscal Year 1999. These two referrals were accepted into the program.

The average age of clients at program entrance for the last Fiscal Year is 15 ½. Eighty percent of the clients who were in the Jefferson Juvenile Drug Court program in the last Fiscal Year were African-American, and twenty percent were white. Clients who terminated from or graduated from the program in the last fiscal year have spent an average of 11 months in the program. In the last Fiscal Year, seven clients were terminated and three were AWOL. Of those seven clients, four were terminated for non-compliance, two were terminated for new charges, and one aged out of the program. Since the Drug Court counselor left in October 1999, four clients were terminated from the program. One client graduated from the program in the last Fiscal Year.

Five percent of the Juvenile Drug Court clients have been diagnosed as depressed, five percent of the clients had psychosis, and five percent have had antisocial personality disorder. Between ten and fifteen percent of all Juvenile Drug Court clients have been in some sort of alcohol or drug treatment program before entering the Drug Court.

Clients with the following characteristics typically benefit, to a very great extent, from drug abuse treatment provided by the Drug Court program: clients with little motivation or desire for treatment, clients who are new to treatment, clients who have an extensive treatment history, clients who seek treatment voluntarily, clients whose problems are not yet at a crisis stage, clients in crisis, clients in which polydrug use is a problem, clients in which cocaine use is a problem, clients in which alcohol and other drug use is a problem, and clients with co-morbid disorders. Clients with housing problems in addition to substance abuse problems benefit greatly from the drug abuse treatment provided by the Jefferson Juvenile Drug Court program.

Targeted Population. The targeted population for the Jefferson Drug Court program is juvenile substance users between the ages of 14 and 16 ½. The juveniles accepted into the program often have at least one of the three of the following characteristics: (1) Have been diagnosed with a behavioral conduct disorder such as ADD or ADHD; (2) Have abused drugs and/or alcohol; and (3) Have been involved in the criminal justice system. The treatment programs available in Jefferson County are not appropriate to deal with this kind of population. The majority of the treatment centers are geared toward substance abusing juveniles who have a desire to be treated.

The Early Intervention Diversion Program also serves the targeted population. Court Designated Workers refer clients to this program early in the legal process. The goal is to try to keep more cases from going through the entire court process. The Drug Court program accepts clients anywhere in the court process.

Relapse Patterns

Clients relapse at varying stages during the program. Situations that might trigger relapse include peer pressure, problems dealing with emotions, problems at school, truancy, movement to another phase, crisis in the family, major life events, seeing old friends or going to old places, discharge from a treatment program, and pending graduation. Stresses in the family are most likely to trigger a relapse.

Client Contact

Clients have contact with a variety of program components on a regular basis during the Drug Court program. In addition, the contact they have with various program components changes as they move through the phases. A summary of client contact by program component is presented in the following table.

Table 9. Summary of Client Contact with Program Components

	Phase I		Phase II		Phase III	
	# Times	Per	# Times	Per	# Times	Per
Support groups	3	week	3	week	2	week
Individual counseling	As Needed					
Group counseling	4	week	3	week	2	week
Family Counseling	1	week	1	week	1	month
Drug Court Judge	1	week	2	month	1	month
Drug Testing	2	week	2	week	2	week
Group activities	As scheduled					

As the table indicates, client contact for each of the different program components varies little by phase. In general, clients have contact with Drug Court staff on a regular basis. Typically, clients will have contact with substance abuse treatment counseling or educational sessions at least eight times per week in Phase I, a minimum of seven times per week in Phase II, and at least five times per week in Phase III.

Client Monitoring

Clients are monitored by the Drug Court team and their families. The client's school provides weekly attendance reports and regular progress reports to the Department of Juvenile Justice about clients. The Department of Juvenile Justice also monitors client payment of restitution or other costs. If clients are referred to a residential treatment program, they are monitored by the treatment program's staff.

Urine Drug Testing. One of the most important ways clients are monitored in the Jefferson Juvenile Drug Court program is through drug testing. Drug testing is done frequently and randomly. The first drug screen is administered at the potential client's assessment. Testing is administered either at the Drug Court office or at the Department of Juvenile Justice.

A nine panel drug screen is used to test for alcohol, marijuana, cocaine, opiates, benzodiazepines, barbiturates, amphetamines, and methamphetamines. Clients are tested twice per week in each of the phases. Clients are randomly told, either at group sessions, at court status sessions, or during individual sessions, that they will drop that day. The tests are visually monitored by the Drug Court counselor and the temperature of the specimen and creatine level is checked to ensure that the sample has not been adulterated.

The use of prescription medications is not prohibited. However, program staff work with the clients' doctors to keep from using mind or mood altering substances or any opiate-based medications.

Sanctions and Rewards. The program has three main rules: (1) Show up, (2) Be honest, and (3) Try hard. If a client follows these rules, they are more likely to be successful. The Judge feels that clients understand program rules and sanctions. The Judge also believes that sanctions and rewards need to be explained to the client and their family so that they understand exactly why they are sanctioned or rewarded. He tries to be as creative as possible when giving sanctions and rewards.

The Drug Court program uses verbal reprimands, peer pressure, loss of privileges, revisions of the treatment plan, and family pressure to induce Juvenile Drug Court clients to conform to the rules and/or goals of the program. Depending on the offense, clients may be sanctioned differently. All positive urine screens are sanctioned therapeutically. A client may be required to attend more support group meetings or may be assessed for Intensive Outpatient or residential treatment at a treatment facility outside of the Juvenile Drug Court program. Sanctions are also prompted by poor school attendance, behavior problems at home, curfew violations, not attending support groups, and threatening or aggressive behavior. Sanctions for these offenses include: an increase number of educational sessions, an increased number of support group meetings, community service, an earlier curfew, detention, house arrest, or losing other privileges such as extracurricular activities. Home incarceration is monitored by the Department of

Juvenile Justice and when sanctioned to home incarceration, clients are required to wear an ankle bracelet.

Family members must also comply with program rules. Family members can be sanctioned to jail time for non-compliance. To date, no family member has served any jail time. Sanctioning a client's family member has a very powerful effect on the family. The family member's sanction gets their attention and helps them to realize the seriousness of the Drug Court program.

Rewards for clients include less supervision, a decreased number of group sessions, and a decreased number of support group sessions. Clients are also rewarded by phase promotion.

Graduation. To date, there have been two graduations from the Jefferson Juvenile Drug Court program. The graduations occur quarterly. A total of three clients have graduated from the program. A number of clients who were doing well in the program and were on their way to graduation turned eighteen and then left the program without completing it. Judges, school officials, family workers, Department of Juvenile Justice officials, and family members are all invited to attend Drug Court graduations. Clients receive a certificate, a t-shirt, and a watch.

If a client entered the program on the diversion track and successfully completes the Jefferson Juvenile Drug Court program, their case will be dismissed. If the client entered the program through the probation track and graduates from the program, they will no longer be on probation.

Program Removal. Clients can be removed from the program for a variety of reasons, including failure to participate, threatening and intimidating the Drug Court staff, a new violent offense, or absconding from the program several times. Clients may, in rare cases, be terminated if they have new drug charges filed against them. The program tries to retain clients as long as possible before termination.

The Judge notifies the client in court of failure in the program. Once a client is terminated from the program, the conditions of their entrance into the program determine what will happen to them. For clients on the probation track, their probation is often revoked and they are required to serve out the rest of their sentence. Some cases go back through the juvenile justice system.

Information Capabilities and Reporting

The Jefferson Juvenile Drug Court program makes quarterly reports to the City of Louisville. Included in these reports are statistics about the program such as the number of potential clients referred, the number of potential clients assessed, the number of graduates, the number of urine drops, the number of group sessions, and the client characteristics. The program director can also produce expenditure reports when he purchases something for the program.

Client reports are made to the Drug Court Judge on a weekly basis. The Drug Court team meet the day prior to the court session to discuss client progress. These reports are presented in both written and oral formats and are mostly informal in nature.

Funding

The primary source of funding for the Jefferson Juvenile Drug Court program is through a Byrne grant. Clients do not pay fees to be a part of the Drug Court program, but they are required to make regular payments to any other financial obligation, such as restitution or child support, that they might have. The Department of Juvenile Justice monitors the client payments.

Evaluation

An outcome evaluation is planned for Fiscal Year 2000. The evaluations will include information from the quarterly reports. The program currently does not collect information from graduates at graduation, but the director plans to conduct exit interviews with program graduates. Clients will also be identified as potential client mentors and will be invited to come back to the program to speak with the clients.

The Judge feels that evaluation of the success of the program would be difficult to do because he defines success as growing up happy and healthy and not re-entering the criminal justice system.

The DJJ officer stated that it would be important to know where the clients are coming from and what their background is. The majority of the clients who enter the program are impoverished and have been abused. The clients often demonstrate a real need for money and power. Also important to an evaluation of the program would be an evaluation of the recidivism rates.

Program Changes

Although the program has been successfully serving juveniles to date, a number of changes and additions to the program are planned, such as changes in location of counseling and increased community involvement. The program will move away from group counseling in order to counteract the negative peer bonding. There will be more family-focused interventions. Therapeutic interventions and individual and family counseling will be done in the client's home. Parents will be required to come to each court session. Clients will be targeted to go to the alternative school, which has a variety of services available on-site to its students such as the Seven Counties counseling services, a job coordinator, and a GED learning center. The Franklin School will also house any group sessions, such as educational sessions, and all court status sessions. The director also plans to continue to work with community leaders to enable more services to be available for the clients and to create a male mentor pool that will be available to

clients. Increased experiential and recreational activities are planned. The director also plans to work with the Junior Achievement program.

Targeting will also change. Youth that are exiting residential drug and alcohol placements will be identified as candidates for the Drug Court program. The Department of Juvenile Justice will facilitate the identification of these potential clients.

The program has been operating without a counselor since November 1999 and the Judge has noted that the program is less effective. He stated that the treatment component of the program is vital and the more information that clients have, the better able they are to cope with life's pressures. The program is currently in process of hiring a full-time Juvenile Drug Court counselor.

The Drug Court program is trying to include more representatives in the staffing sessions in which clients and the program are discussed. Such representatives would include a police officer, public defender, a representative from the Board of Education, and prosecutors.

Additional Comments

The Department of Juvenile Justice representative stated that the most compelling reasons for having a Juvenile Drug Court program in Jefferson County are to provide supervision, structure, and education to the clients and to reduce recidivism. The biggest barrier to the Jefferson Juvenile Drug Court program is the lack of awareness and understandings in some agencies of what a Drug Court program is.

Some of the most critical components of the Juvenile Drug Court program listed by the DJJ representative are consistency, structure, and support. Judicial reviews are also very important. Strengths of the program are that it (1) Provides structure, (2) Holds the clients accountable, and (3) Teaches responsibility.

Some of the benefits that the DJJ has received as a result of its collaboration with the Juvenile Drug Court program have included a reduction in recidivism rates and an increase in community collaboration.

Advice for Other Juvenile Drug Courts

The director had a great deal of advice for other people involved with or starting a Juvenile Drug Court program. He recommended that the Drug Court program not be based on an adult model, but rather be oriented to the needs of juveniles. He also encouraged others to "think outside the box" when creating programs and obtaining services for the clients. He stressed the need to be aware of adolescent development and ensure that treatment is developmentally appropriate. He also encouraged other programs to create activities for the clients and to strengthen and enhance their role with community agencies. "A Drug Court is more than supervision, court, and treatment." Instead, the involvement of the community is key to a successful program.

The advice that the Drug Court Judge to other Judges who are starting a Juvenile Drug Court would be to attend the national training in Williamsburg, Virginia. He learned a great deal at this intensive training.

Advice to counterpart agencies from the DJJ would include understanding that the program takes strong dedication.

The DJJ representative stated, “While its [Drug Court program] frustrating at times, its ultimately rewarding.”

Conclusions

In summary, the Jefferson Juvenile Drug Court program was established three years ago. The program is based on the *Key Components* and has three program phases. As of June 2000, there were six active clients, and three clients had graduated from the program. In addition, the program director is a nationally renowned speaker on Juvenile Drug Court programs.

The most compelling aspects of the Drug Court program are (1) The need in the community this program fulfills for juveniles with substance abuse problems; (2) The commitment of the program director and the Drug Court Judge to the program; and (3) The immediate sanctions that clients are given when the program rules are violated. This third aspect serves both as a motivator as well as promoting consequences for behavior. Another compelling aspect of the Drug Court program is the judicial involvement. This aspect of the program is particularly important for several reasons. One of the reasons is that it separates the punishment process from the support that the Drug Court counselor gives the clients. Another reason is that the relationship between the client develops with the judge can become a motivating force on its own.

Strengths of the Jefferson Juvenile Drug Court program mentioned by respondents included: (1) Provides structure, (2) Holds the clients accountable, (3) Teaches responsibility, (4) Community collaboration, and (5) Strengthens families. Respondents also listed the most compelling reasons for having a Juvenile Drug Court program in Jefferson County as: (1) To provide supervision, structure, and education to the clients; and (2) To reduce recidivism.

The program director, in conjunction with the Drug Court Judge and Department of Juvenile Justice representative, has a number of plans for the future of the Jefferson Juvenile Drug Court program. First and foremost is to hire a full-time counselor for the Juvenile Drug Court; the program is currently in the process of screening and hiring a counselor. Other program plans include: (1) Increasing the numbers of clients involved in the program; (2) Additional community linkages; (3) Increasing the number of community representatives who have input into staffing meetings; and (4) Shifting treatment from group sessions to primarily individual and family sessions.

In conclusion, the Jefferson Juvenile Drug Court program has been operating since 1997 and has three graduates. The Judge is enthusiastic and the program director is nationally renowned. The program has the support of the community and with the implementation of the planned program changes, the program should continue to grow and help more clients.

Process Evaluation Methodology

In evaluating the effectiveness of programs like the Drug Court program, researchers have often relied on only the program outcomes of the program, such as termination and graduation rates and/or re-arrests. However, programs such as Drug Court are essentially long-term behavior modification program that cannot be fully understood by looking solely at the final program outcomes. To better understand how and why a program like Drug Court is effective, an analysis of how the program was conceptualized, implemented, and revised is needed. A process evaluation, in contrast to an examination of program outcome only, can provide a clearer and more comprehensive picture of how Drug Court impacts those involved in the Drug Court process (e.g., Judges, staff, and clients).

Specifically, a process evaluation provides information about program aspects that lead to desirable or undesirable outcomes. Because changes to the original program design may affect the program outcomes, a process evaluation can be an important tool in helping Judges, staff, defendants, prosecutors, and defense council to better understand and improve the Drug Court process. In addition, a process evaluation may help to reveal strategies that are most effective for achieving desirable outcomes and may expose those areas that are less effective. A process evaluation may also help explain the reasons why some defendants successfully complete the program and why other defendants terminate from the program before they graduate. Finally, a process evaluation may help facilitate replication of the Jefferson Juvenile Drug Court program in other areas of Kentucky.

The limitations for this process evaluation report include generalizability across time and programs. This report is specifically for the period between July 1, 1999 and June 2000. Changes that occur after this point in time are not reflected in this report. In addition, the representatives surveyed for this report may or may not reflect all attitudes toward the Jefferson Drug Court program. Regardless, the report is critical for documenting the program or the planning process through the stated time period.

The process evaluation for the Jefferson Drug Court program included semi-structured interviews and surveys with a Drug Court client, the Drug Court program director, the Drug Court Judge, and a representative of the Department of Juvenile Justice. The specific breakdown of interviews is as follows:

Table 10. Process evaluation methodology

Interviews/Surveys	Number	Response Rates
Administrator	1	100%
Judge	1	100%
Department of Juvenile Justice	1	100%
Graduated Client	1	100%
Total	4	100%